PROJECT MANAGEMENT
HANDBOOK

TECHNICAL ASSISTANCE

Agency for International Development

TABLE OF CONTENTS

TABLE OF CONTENTS (Continued)

- -

I. Introduction

A. This manual order—in the form of a Handbook—establishes a management system to achieve more integrated and effective management of Technical Assistance Projects. Such an approach is essential to the better administration of the intricate interrelated activities among A.I.D., cooperating governments, private contractors, and other entities participating in project design and implementation. This Handbook is intended to serve as an operating guide and reference for project managers, project support officers, and all others concerned with the management of A.I.D. Technical Assistance Projects, including planning, implementation, evaluation, and monitoring of these projects.

B. This Handbook deals with essential elements in project planning, development, and execution. It sets forth project management guidelines; provides procedural and other information required by project managers, project support officers, and others involved in the management of A.I.D. Technical Assistance Projects; and supplies a compendium of relevant documentation and directives (Attachments A through I). These guidelines may be more pertinent to some situations than others, but the underlying concepts have general applicability and will further the development of a systems approach to project management problems. Missions and others concerned are to test the value of these guidelines through operational use and suggest necessary modifications and improvements. This Handbook is intended not only for A.I.D./Washington and Mission officials but for all who have operational relationships with project managers and project support officers, including representatives of cooperating-government agencies and institutions, PASA Chiefs of Party, contract personnel and representatives of other governmental, nongovernmental, or international agencies. It is to provide a basis for communication among all who work in the project management environment.

II. Project Management Concept

A. Since Technical Assistance Projects generally involve several organizational units and overlapping jurisdictions including various elements of the cooperating government, project managers must recognize the intricate personal and operating relationships which must be developed for effective project management. Traditional management functions are involved, but the manager may find the classical management concept that authority and responsibility be equal will not apply. Rather than being responsible for managing activities that are familiar, routine, and fully under their control, project managers usually must undertake projects that are designed for special, unfamiliar, and

complex situations. When assigned the responsibility for meeting time, cost, quantity, and quality objectives, A.I.D. project managers may find themselves dependent on the performance of individuals or groups in the A.I.D. Mission, cooperating country, or implementing agent over whom they may have little or no authority. Generally, they operate in an environment in which conflict and major change may frequently be the order of the day. Under such conditions purely functional and vertical approaches to management may become irrelevant.

B. A.I.D.'s project management approach requires that managers understand that assignment of compartmentalized responsibility in clearly defined sectors and jurisdictions, which requires decision-making and communication through chains of command, usually is not possible. It accepts cutting across and, in a sense, conflict with the conventional organizational patterns in order to facilitate the accomplishment of ends through the efforts of individuals in different functional units and organizations. The project management process is visualized as an interactional system involving an assemblage of responsible persons constituting a "project organization," integrated and lead by a project manager. The project organization might be viewed as superimposed on existing functional structures, thus creating authority and responsibility patterns which become a web of effective relationships. This is a dynamic system which may change during the life cycle of the project, and will include every individual having significant interest in the conception, planning, execution, and evaluation of the project.

III. Relationships and Responsibilities—Mission Projects

A. Project Manager

1. The Mission project manager performs the managerial functions of planning, organizing, motivating, communicating, and coordinating the combined efforts of individuals and entities to accomplish organizational objectives, in this case the sound preparation, implementation, and evaluation of Technical Assistance Projects. The mix of functions varies from task to task, but all are necessary to some degree in solving project problems and accomplishing project goals.

2. In carrying out these functions, the project manager is responsible to the Mission Director (or his designee). This responsibility is either direct or through a supervisor depending on the organizational preferences of the Mission Director.

3. The nature and extent of managerial involvement by the project manager and his specific responsibilities vary according to the

size, complexity, and needs of the project, its phase of development, and other factors. His functions and responsibilities may change as the project evolves from conceptualization through completion. The project manager operates as a "general manager" in cases when a Mission project is planned and implemented by A.I.D. direct-hire personnel who are assigned to functional units. In such cases he works with or through the various functional unit or division heads in directing A.I.D. resources necessary to achieve project goals. He is responsible for integrating and coordinating the activities of the functional units concerned with the project. In the case of a Mission project implemented through a contractor or another Federal agency under a Participating Agency Service Agreement (PASA), while his specific responsibilities include general guidance, coordination, compliance, monitoring, and evaluation, he is, in effect, guiding the management process through another manager such as the Chief of Party. The paramount responsibility of the project manager is that of coordinating and integrating intraorganizational and extra-organizational functional efforts directed toward the successful development and implementation of a specific project. This includes insuring that projects are carried out in accordance with A.I.D. policies, regulations, and procedures and that irregularities involving the cooperating country, contract, PASA, or A.I.D. direct-hire project staff are promptly reported to the appropriate higher authority. He serves as the unifying agent, the one responsible for seeing the total picture. It is important to note that unlike traditional managers, the project manager may have no line authority over entities and individuals through whose efforts the project goals are achieved.

4. The project manager is the primary liaison on all matters relating to his project, including working relationships with A.I.D./W and officials of cooperating countries, contractor or PASA groups, and other entities. (See M.O. 1423.9 - Administration of A.I.D.-Financed Direct Technical Services Contract, regarding contract administration.)

5. In carrying out these and other responsibilities, the project manager may seek, through official channels, the advice and participation of A.I.D. technical experts or specialists to the extent necessary. He also draws on recorded experience available in the A.I.D. Reference Center in the Bureau for Program and Policy Coordination (AA/PPC/ARC), and other collections. (See M.O. 1621.1 - A.I.D. Sources of Economic, Technical, and Financial Information.)

6. A project manager may be required to participate in special project management orientation or training programs either in the field or in A.I.D./W, intended to increase his general effectiveness and familiarize him more fully with appropriate management tools and techniques.

7. The project manager is responsible for insuring the establishment and maintenance of the official project file which contains the project's formal identification (i.e., project number and title), the principal characteristics of the project, its status in terms of progress and funding, and other information. (See M.O. 1305.1 - Project Management - Technical Assistance, paragraph IV., which is Attachment H to this Handbook.)

8. The project manager recommends approval of the terms of contracts and PASAs for projects using such arrangements, and subsequently monitors their implementation. In the case of regional and interregional projects, he also participates in the negotiation of contracts and PASAs to insure that the substantive requirements of the project are met.

9. The project manager is normally assigned certain responsibilities for contract administration. Responsibilities for contract negotiation and administration are described in M.O. 1403.1 - The Respective Roles of Contracting and Other Personnel in the A.I.D.-Direct Procurement Process, and M.O. 1423.9. The project manager (and A.I.D./W support officer when negotiation and other contract matters are handled through A.I.D./W) must coordinate closely with the contracting officer and provide him with advice, consultation, and certification in the negotiation and administrative phases of the contract.

10. As part of project monitoring, the project manager insures that periodic on-site inspections are made in cooperation with implementing personnel and agencies.

11. The project manager is accountable for the propriety of waivers which he is authorized to grant or approve or which he recommends to higher authority.

12. He is responsible for determining that audit evaluation criteria in the procurement of commodities are met, and whether applicable A.I.D. policies and regulations for procurement of commodities are followed by the Mission and the cooperating government, and initiating any necessary corrective action. (See M.O. 793.1 - Audit of Technical Assistance.)

13. A project manager may not redelegate his overall managerial or compliance responsibility to other staff members. However, he may arrange, for example, to have specific monitoring tasks assigned to other staff members, or under a contractual arrangement to qualified specialists,

III.A.13.

provided these tasks can be explicitly defined and reported on. The fact that other personnel are assigned planning, implementation, or evaluation tasks does not diminish his overall responsibility.

B. Project Support Officer, A.I.D./W

1. General Role

a. The project support officer complements the project manager's functions, serves as his representative, acts on his behalf in coordinating and expediting required A.I.D./W actions, and is available to assist in the planning, execution, and evaluation of the project. His support function includes liaison, guidance, advisory assistance, coordination, review, expediting, reporting, and other duties vital to the management of the project.

b. Like the project manager, the project support officer may have no direct authority over entities or individuals through whose efforts project goals are attained.

2. Information Responsibilities

a. The project support officer is responsible for current status information and advice to the Bureau program and technical offices and the Bureau Administrator as required.

b. He advises the project manager on all matters possibly affecting the development of the project plan and its implementation; e.g., policy changes, technical developments, information sources, relevant implementation experiences (from evaluation reports and other sources), or ongoing research, etc.

c. The project support officer, designated upon receipt of a Mission proposal for a new project, is responsible for insuring the establishment and maintenance of a project support file. Upon closeout of this file, he is responsible for selecting those documents which are likely to warrant inclusion in the A.I.D. "memory bank." During the life of the project and before closeout of the file, the project support officer is responsible for identifying project reports containing evaluative material significant and relevant enough to warrant inclusion in the A.I.D. "memory bank" and inclusion in special bibliographies and forwarding these to the A.I.D. Reference Center. (See paragraph IV. of Attachment H.)

3. Review and Monitoring Function

a. The project support officer is responsible for the review and appraisal of project plan and implementation documents to insure their consistency; their feasibility in terms of proposed method of implementation, training, coordination with other activities, probable availability of technicians, commodities, or other required resources, and other factors; and their conformity with current Agency policy and legislative requirements. In so doing he obtains concurrence of the desk, technical and program officers, and other pertinent officials.

b. He is responsible for establishing and maintaining a Project Monitoring Log, including a current summary record of project obligations and expenditures based on A.I.D./W and Mission reports and for periodically reviewing this for consistency with project plans.

c. He participates in deliberations involving the effect of funding restrictions on proposed new or ongoing projects and how this in turn may affect related projects.

d. He is accountable for the propriety of waivers which he recommends or is authorized to grant or approve. (See M.O. 910.1 - Certifying and Recording Waivers.)

4. Support Functions

a. If the project manager requests technical assistance and guidance in planning, implementing, or evaluating a project, the project support officer provides or arranges for these services. He obtains the technical information needed from A.I.D./W officers having a particular responsibility for some aspect of the project, or from other sources. He advises on the best source of assistance--detail of personnel from A.I.D./W or other Missions, PASAs, or contract among others-- and, when requested, arranges for these services through proper channels. Hence, he must maintain close liaison with the appropriate offices, experts, and specialists.

b. He ascertains the scope and type of backstopping the project probably will require.

c. If a project is to be implemented under a contract negotiated by A.I.D./W, the project support officer arranges with the pertinent contract office for the designation of an A.I.D./W contract officer to whom the project plan and complementation documents are referred for review and subsequent contract action.

d. For projects to be implemented under a loan-financed PASA or contract, he is responsible for insuring that the proposals are properly and expeditiously handled by the reviewing and implementing organizations.

III.

C. Project Manager and Support Officer, A.I.D./W (Regional or Interregional) Projects

1. Project Manager

a. In A.I.D./W the project manager of a regional or interregional project has management and compliance responsibilities comparable and in many instances similar to those for Mission projects. He is responsible for action and/or coordination regarding the planning, implementation, monitoring, evaluation, documentation, and reporting of his project.

b. Like the Mission project manager, he is the focal point on all matters relating to his assigned projects. He coordinates the essential contributions of other personnel and organizations, and maintains continous life-of-project surveillance. In particular, he insures that the project is properly coordinated with related field projects and that its probable impact is ascertained and communicated to the interested program and technical officers throughout the Agency. He maintains operating liaison with the Mission project support officer who is designated to assist in the monitoring and evaluation of a project being implemented in a given country.

c. To the extent possible, the regional or interregional project manager makes periodic on-site inspections or arranges to have this done by the Mission project support officer, if one is designated, or a representative from a Mission in a nearby country, or by appropriate A.I.D./W staff members who may be visiting the region(s) for other purposes.

2. Project Support Officer

a. When a project support officer has been designated in a Mission to assist in the monitoring of an A.I.D./W project being implemented in one or more cooperating countries, he is responsible to the Mission Director, either directly or through the latter's designee. He has liaison, monitoring, coordinating, expediting, appraisal, and reporting responsibilities similar to those of A.I.D./W support officers for Mission projects. Like the latter, his line authority usually does not equate with his responsibilities and the Mission Director's clear statement of his functions can help minimize his operating problems.

b. Among the project support officer's principal responsibilities are the following:

(1) He insures establishment and maintenance of the Mission project support files.

(2) He maintains liaison with the implementing agent (contract or PASA) and, where applicable, the cooperating-country agency involved in the project.

(3) He monitors the progress of the project against project plans provided by the project manager in Washington, and evaluates the project's effectiveness and efficiency. He makes periodic on-site inspection as planned or requested and as agreed to by the project manager, Mission Director, and cooperating-country officials. He arranges for qualified Mission staff of the representative of the implementing agent to check specific aspects of the project. He consults with and obtains technical advice from appropriate Mission staff to the extent necessary to insure proper monitoring and evaluation of the projects.

(4) He is responsible for identifying project problems and notifying the project manager and the contract officer, when appropriate, and for transmitting recommendations for remedial action which the Mission considers appropriate.

(5) When requested by the project manager, he prepares an appraisal report for use by the project manager in preparing the annual PAR.

(6) He prepares, as appropriate, portions of the U-307, Contract Administration Report.

IV. Planning Guidelines

A. Mission Projects

1. The cycle of analysis and preplanning which precedes the assignment of a particular officer as project manager (paragraph II.B. of Attachment H) involves program and technical personnel, one of the latter normally being assigned ultimately as project manager. This individual is the leader of a team effort, involving necessary staff resources and possibly special consultant services as well as cooperating country consultation.

2. Subsequent to the cooperating country's request and the Mission Director's approval, it is necessary to diagnose the cooperating country situation in a given field of activity. Clear perception and understanding of the environmental circumstances in which the project will operate and planning project inputs accordingly are basic to successful technical assistance efforts. This understanding includes the thinking through of the relationship of projects to sector goals.

IV.A.

3. Cooperating-country ministries and other organizations having cognizance in the activity areas are to be involved early in the planning process to further their agreement, understanding, and support of the scope, aims, and manner of implementation of the technical assistance effort requested by their government. When indicated, appropriate multilateral assistance agencies also are to be involved.

4. With A.I.D./W participation, the probable availability of implementation resources-- e.g., training facilities, contractors, and Participating Agencies are to be explored in order to determine interest in the proposed activity. It is possible to utilize the consultative services of such institutions in the formative stages of a project within the constraints that conflict-of- interest considerations would impose.

5. Reports, analyses, and other data which may be useful in formulating a "baseline" prior to beginning a project are to be collected and plans made for regularly gathering objective information which will measure project progress. This planning for evaluation can bring immediate benefit in that clearer definition of project purpose and program goals will result. (See Part II of M.C. 1025.2 - Joint Project Implementa- tion Plans (PIP), and Part I-B of M.O. 1026.1 - Noncapital Project Appraisal Report (PAR).)

B. Basic Planning for Regional and Interregional Projects

1. Project managers for projects (para- graph II.C. of Attachment H) which have worldwide or regional implications are to analyze total regional or worldwide activity, as appropriate, in the activity and related areas to determine the need and probable utility of a regional or inter- regional project. The analysis is to be discussed with staff offices and Regional Bureaus having a possible interest and their recommendations obtained. Such reviews will benefit from the use of the A.I.D. Reference Center, and other documentation centers as well as consultation with multilateral T.A. organizations as indicated and appropriate (OAS, OECD, UNDP, DAC, etc.).

C. Detailed Project Planning for Mission Projects

Once a project has reached the stage of being proposed to A.I.D./W as a Mission/cooperating- country effort, the project manager is responsible for considering factors affecting the probable success and the required inputs for the project. These factors, general, resources, personal services, training, and commodities, are listed under five headings in the following paragraphs. (See Attachment B for a checklist which is to be made part of the official file.)

1. General

a. Are the targets definite and agreed to by all concerned? Has the cooperating country's attitude and the ambience of the project been carefully surveyed and data on present conditions been obtained so that planning will be adequate?

b. What will be the general impact of U.S.-LDC relations? What are the balance of payments implications?

c. To what extent will the project contribute to the achievement of approved broad U.S. objectives--economic, social, or political?

d. Is the proposed timing of the project coordinated with related projects and overall requirements of approved sector/goal plans?

e. Will the project promote self- help? Will it significantly increase the cooperating country's institutional capacity to continue and multiply improvements introduced by the project?

f. Does the project design incorporate, or properly relate to, the strategic steps necessary to overcome cooperating-country structural and environmental obstacles?

g. Has account been taken of experience in the country and elsewhere with similar projects so that techniques, successful elsewhere, may be used?

h. Is there adequate information available on the current situation which the project is designed to change so that progress can be measured from a baseline? Have plans for continuing evaluation been incorporated in the project plan, including the development of interim goals which will serve as benchmarks of progress toward the ultimate goals of the project?

2. Resources

a. Is the proposed level and quality of resources--United States or cooperating country--adequate to achieve the stated project targets?

b. Does the project take into account the need to establish institutional capacity as part of its design? Are the institutional arrangements adequate to fulfill the long-range needs and desires of the cooperating country after termination of U.S. project support?

c. What is the estimated cost to the United States and/or other donor of achieving

IV.C.2.c.

the project goals in relation to quantifiable benefits to be derived directly or indirectly?

d. To what extent and to what degree are cooperating-country contributions and effective participation in terms of personnel, physical facilities, services, policies, legislation, and programs either already available or in effect, or officially planned, approved, and committed, or likely to be at the time of implementation of project? This factor is of primary importance.

e. If the project is to result in a continuing activity after termination of U.S. project support, what assurance does the Mission have that the activity will be financially self-sustaining or be adequately supported by the cooperating country? Has a local entity been identified for assumption of postphaseout responsibility?

f. To what extent does the success of the project depend on the implementation of other related projects--whether Technical or Capital Assistance or Food for Peace? Should the project include a food component? Have related projects been properly coordinated in terms of timing and implementation requirements?

g. Will the project require local currency? If so, has the Mission programming of local currency been reviewed to determine how it may affect the planned project or to what extent such programming may require modification?

h. Is the proposed project one which the cooperating country is able and willing to finance under a Loan Agreement?

i. Does the project make full use of available private resources of the United States and the cooperating country?

3. Personal Services

a. Are the types of personal services contemplated available?

b. If the technical expertise needed is in a difficult-to-find category, has consideration been given to a possible alternative?

c. Has the cooperating country stipulated unrealistic or unneeded qualification requirements which will hamper recruitment?

4. Training

a. To be effective on a long-term basis, participant training requires careful planning, particularly with respect to how the training is to be utilized upon the participant's return to his own country. Considering the type of project contemplated, what training is desirable or essential? Such training must be included as an integral part of the project. When possible, it is to take place in the country, using existing institutions.

b. If training in the cooperating country is not likely to be as effective as training in the United States or some third country, participant training is to be planned.

c. What plan or facilities does the cooperating country have for insuring that participants, after training, are actually employed in their area of specialization?

d. In view of the importance to the ultimate success of a project which the proper utilization of participants may have, it is essential that the Mission have an adequate followup and evaluation system. To what extent has such a system been established by the Mission Training Officer? If a satisfactory arrangement which will meet project evaluation requirements does not exist, it is to be established during the project planning stage. Consideration is to be given to enlisting the participation of the cooperating country to the maximum extent feasible. As an alternative, it may be possible to encourage the establishment of a local private organization-- such as the Turkish Graduates of American Universities in Turkey--which might assume some of the responsibility for keeping in touch with returned participants, evaluating the use made of their training, and perhaps exerting some influence to insure their proper placement.

5. Commodities

a. If commodities or equipment are required to implement the project, consideration must be given to the selection of commodities and equipment which will be the easiest to maintain and which will place the least burden on the cooperating government to replace it.

b. Next, consideration is to be given to (1) the most effective purchase arrangement in terms of time, cost, and reliability (Missions have numerous options; i.e., GSA Schedule, GSA Open Market, Mission purchase directly from manufacturer, Mission purchase through local distribution, BUSH, etc.); (2) the kind of procurement status controls and records which will meet Mission monitoring needs regardless of choice of purchase agent; (3) the use of alternative source and/or methods of procurement; (4) the use of excess property whenever feasible; and (5) the adequacy of commodity descriptions and procurement scheduling.

IV.C.5.

c. More specifically, the local conditions need to be reviewed and appropriate preliminary action taken with respect to:

(1) Transfer to the project of commodities already in the country, such as those in long supply, excess to requirements, and excess because of project delays or cancellations.

(2) Local receiving and distribution facilities--availability of adequate unloading, storage, and transfer equipment and service; availability of customs clearing and related services to assure prompt on-site delivery.

(3) Local operating conditions for equipment--availability of measuring and testing devices to calibrate and measure equipment performance. Are equipment and vehicle specifications keyed to climatic conditions and the extent and conditions of primary and secondary roads?

(4) Local technical abilities and training requirements--i.e., what essential local skills are needed to operate and maintain equipment; what maintenance services (including U.S. dealerships) are available; are there training manuals and/or operations manuals available? If so, are they published in the local language, etc.

(5) Availability of spare parts and services--inclusion of provisions for initial and follow-on spare parts support (in the basic agreement); are spare parts available locally (development locally of spare-parts-wearout-factors data in lieu of manufacturer recommendations which are often unrealistic for overseas operations); is there local ability to maintain inventories effectively; are procedures established for including provision in future budgets for follow-on spares; and do procedures exist for carrying out necessary local procurement to avoid costly warehousing?

(6) Local maintenance, repair, and storage--are maintenance and repair facilities satisfactory; do such facilities have installation capabilities, adequate skills, etc.; are storage facilities adequate; i.e., open storage (secured), shed, or warehouse; are drawings and specifications available and adequate for local fabrication of critical parts assuming skills are available and costs are not prohibitive; does the cooperating-country agency recognize the need for regular maintenance and setup?

(7) End-use consideration--e.g., determination of what entity of sector (public works, agriculture, public roads, etc.) within the cooperating country will actually use equipment/commodity. Develop plans for distribution of commodity residuals within the sector.

(8) Commodity-related personal services--will the installation or use of special equipment require assistance or training by the supplier's technicians? If so, such services are to be specified in the procurement request.

6. Documentation

The project manager is responsible for:

a. Preparing project documents.

b. Getting a project number and title assigned, and insuring that these properly reflect the project's nature and field of activity and that they are maintained the same through the life of the project. (See M.O. 1095.2 - Coding of Projects and Project Documents.) If a change is imperative, A.I.D./W is given necessary advance notice.

c. Insuring the maintenance of the official Mission project file.

d. Insuring that project documentation is kept current through revisions to reflect changes in original plans.

D. Detailed Planning for Regional and Interregional Projects

1. In developing specific project plans, the project manager considers the following factors:

a. What similar studies, research, or analyses have already been made in A.I.D./W or by other U.S. Government or private agencies?

b. Will the benefits or information to be derived from the project have applicability for regional or worldwide activities in a given field of activity or will it tend to be limited to the specific sector goals of certain Missions?

c. Is the project coordinated with planned or ongoing Mission projects?

d. Will the services provided under the project or its end product have practical or theoretical value--and is that value measurable?

e. What is the relationship of projected cost to estimated value of the service?

IV.D.

2. If a project is to be implemented under a contract, the project manager arranges with the appropriate Bureau Assistant Administrator (for regional projects) or the Office of Procurement (A/PROC) (for interregional projects) for the designation of an A.I.D./W contracting officer to whom the planning documents are referred for review and appraisal.

E. Selection of Implementation

1. In assessing the various methods of project implementation and when other factors are equal, the following are considered in the order indicated:

a. Other donor

b. Contract - Borrower/Grantee

c. Contract - Direct-A.I.D.

d. Participating Agency Service Agreement (PASA)

e. A.I.D. Direct-Hire

2. Timing, availability of resources (including A.I.D. Foreign Service Reserve Officers), special qualifications, requirements, and cost are factors in making the selection. See M.O. 1000.2 - A.I.D.'s Role with Respect to Non-A.I.D. Resources in the Total Foreign Assistance Effort (PD-37), and M.O. 1018.4 - The War on Hunger (PD-35).

F. Scheduling of Implementation

1. In developing implementation schedules (and preparing the Project Worksheets, Attachment G, when these are used), the following guidance on standard leadtimes is used, except when the project manager or other Mission officers involved in project planning have more precise information relating to the type of action being planned.

2. Direct-Hire

Submit a SPAR at the earliest practical time but, if possible, not less than 11 months prior to the planned date of the employee's arrival at post. A candidate is usually nominated 5 months prior to that date. The extent to which specialized recruitment or training is required may increase this timing.

3. PASA or Contract

Use the same leadtime figures as for direct-hire, except that additional time must be calculated for academic personnel whose availability is related to the school year. Such personnel usually make their job decisions in January or February for autumn placement (an 8- or 9-month lag). Therefore, a request received after

February might require a full year plus the 8- or 9-month lag.

4. Participant Trainees (Direct or Contract)

a. The actual duration of the training desired--plus a minimum leadtime based on the type of program: (1) 90 days for nonacademic programs, (2) 150 days for academic programs, and (3) 60 days for university-to-university contract academic programs.

b. See also the "Guide to A.I.D.-Sponsored Training Opportunities" covering specific Participating Agency training programs, which is compiled and distributed by the Office of International Training (OIT).

c. Use the same figures also for scheduling training under a contract.

5. Commodities

a. Consult the Mission Supply Advisor who can usually provide leadtime estimates, based on available reference documents. If such assistance is not available, consult A/PROC, A.I.D./W.

b. Following are general guidelines on procurement leadtimes:

BASIC PROCUREMENT ACTION	ESTIMATED AVERAGE TIME
(1) Initiation of commodity request (PIO/C, PA/PR, etc.) by the Mission	10 days (or use Mission-experience factor)
(2) Transmittal of request to A.I.D./W for review and other actions	10 days
(3) Processing of Mission requests and other actions including selection of procuring agency by A.I.D./W	14 days
(4) Filling of order by the procuring agency (GSA)	Varies depending upon type of commodity—see Attachment C for average leadtime for shipment of commodities to wharf.
(5) Ocean transportation time, including sailing time and stopovers	Varies—see Attachment D for average leadtime for overseas shipment from various GSA Regional U.S. ports.
(6) Off-loading at receiving port	Use Mission-experience factor or information developed locally.
(7) Inspection and custom clearance at receiving port	Use Mission-experience factor or information developed locally.
(8) Delivery or transshipment to user/site	Use Mission experience.

c. The above averages are based on the acquisition of commodities under normal conditions. M.O. 1432.7 - Placing Commodity Procurement for Public Safety Programs (Various Agencies), is consulted for procurement involving "expedite" actions—e.g., public safety requirements.

d. When GSA is to be requested to perform the purchasing service, see Attachment C for procurement leadtimes and Attachment D for estimated transit time and average sailings per month for shipments from export regional offices of GSA.

e. When a procuring agency other than GSA is being used, contact that agency for information on estimated leadtime. In the event information cannot be obtained from the procuring agency, contact the Resource Support Staff, A/PROC/RSS, A.I.D./W.

6. Negotiation of Contracts and PASAs

In addition to the timing factors involving personal services, participants, and commodities, the following allowance is made for time required to negotiate contracts and PASAs:

Contracts (university)—90 days (minimum to 120 days from date of receipt of Mission PIO/T or signing of PIO/T prepared by A.I.D./W

Contracts (commercial)—90 days (minimum to 120 days—from date of receipt of Mission PIO/T or signing of PIO/T prepared by A.I.D./W (provided no exceptions are made to the standard contract provisions)

"Sole source" contract—60 days (minimum), provided adequate sole source justification is included on PIO/T

PASAs—30 days (average) from date of receipt of Mission PIO/T

G. Standard Costing Formulas

1. The project manager is to request the Mission Controller and program officer, jointly, to develop a cost formula for use by all Mission project managers based on the following guidelines. In the absence of such a formula, the project manager may use the guidelines as is.

2. Direct A.I.D. and PASA

a. Personal Services Costs

(1) Consult M.O. 432.3 - Pay Schedules, for salary rate applicable to:

(a) GS employees of A.I.D. or a Participating Agency required for short-term duty (TDY) overseas.

IV.G.2.a.(1)

(b) FSR/FSS employees of A.I.D.

(c) Employees of Participating Agencies required for regular tour of duty overseas for whom the "FC salary schedule" is used.

Use the middle rate of each grade in computing salary cost.

(2) See M.O. 433.1 - Allowances and Differentials - Foreign Service, and the Standardized Regulations (Government Civilians, Foreign Areas) for applicable allowances.

(3) Travel and transportation costs are estimated in consultation with the Mission administrative officer. The availability of furnished quarters, provided by the U.S. Government or the cooperating country, is considered in determining probable transportation and storage costs.

b. Participant Costs

The cost of participant training is estimated on the basis of Cost Guidelines for Training in the United States (Attachment B to M.O. 1383.1 - Preparation of Project Implementation Order/Participants), and the "Guide to A.I.D.-Sponsored Training Opportunities."

c. Commodity Costs

(1) The Mission supply officer, if one is available, is normally the primary source of information. To the basic cost of the commodity is added: (a) ocean freight (usually about 20% of commodity value), ascertained from the Mission transportation officer, if available; and (b) commission (usually 5%) or a surcharge for GSA procurement (7%). If procurement is to be accomplished under a contract, a service charge (usually about 10%) is added.

(2) If estimated commodity costs are not available at the Mission, the Resources Support Staff (PROC/RSS) and the Industrial Resources Division (PROC/IRD), A.I.D./W, are consulted.

d. Additional Costs

For service to be performed under a PASA, an overhead charge is added against the personal services cost in accordance with the rate schedule in Attachment E.

3. Contract Costs

a. The guidelines for determining the cost of direct A.I.D. personal services,

participants, and commodities, as applicable, are used also in estimating these costs under a contract. Advice from the appropriate Regional Bureau office or A/PROC in A.I.D./W is to be sought for salary information on occupations (such as university professors) on which essentially equivalent GS or FSR rates are not known. PROC/CSD has recent Agency averages for salary costs.

b. In addition, the following indirect costs and profit factors are calculated for the types of contracts indicated below. Normally, estimated overhead costs are obtained by applying an overhead rate to the contract-estimated direct salary costs. It is to be kept in mind that these are average overhead rates only and based upon Agency procurement experience during a given period of time. The range of overhead and profit rates between contractor organizations may vary considerably. An individual contractor's overhead rate may also vary depending upon the extent of work to be performed in the United States or overseas. Funding documents may have to be subsequently revised when the contract overhead and profit rates are negotiated. In those cases when the prospective contractor is known in advance the most recent provisional indirect rates may be obtained from AG/AUD and the profit rates from the appropriate contracting officer. The Contract Services Division may be consulted for the current overhead and profit-rate averages covering all A.I.D.-direct contractors.

(1) Educational Institutions

Apply an average rate of 30% to direct salary costs to obtain estimated overhead costs.

(2) Nonprofit Organizations (other than educational institutions)

Apply an average rate of 25% to direct salary costs to obtain estimated overhead costs.

(3) Commerical Firms

(a) For cost-plus-fixed-fee contracts (used only when uncertainties are involved in contract scope of work and costs cannot be estimated with sufficient reasonableness), apply an average rate of 32% to direct salary costs to obtain estimated overhead cost. Apply an average rate of 5% to the total-estimated contract costs to obtain estimated contractor fee.

(b) For fixed-price contracts (used when reasonably definite performance criteria

IV.G.3.b.(3)(b)

are available and whenever fair and reasonable prices can be established at the outset), apply an average rate of 30% to direct salary costs to obtain estimated overhead costs. Apply an average rate of 8% to the total estimated contract costs to obtain estimated contractor profit.

H. Planning Documentation

1. When a project is selected for formal submission to A.I.D./W, the project manager prepares the project planning documentation; i.e., the Preliminary Project Proposal (PPP) and the Noncapital Project Paper (PROP), as appropriate, in accordance with M.C. 1025.1 - Noncapital Project Paper (PROP) and Preliminary Project Proposal (PPP), and the E-1--Technical Assistance Project Budget. He completes the Activity Characteristics Sheet (ACS) according to M.O. 1028.1. A PPP is used for approval in principle and a PROP for the final, formal proposal. In conjunction with the PROP, a preliminary PIP (M.C. 1025.2) is developed but not submitted to A.I.D./W, until later when a final version is available. (See paragraph IV.A.1.a.)

2. If the project involved the procurement of commodities, it is strongly recommended that a Commodity Support Schedule (Attachment F) be prepared as a backup for the Joint Project Implementation Plans (PIP)--Part V. In view of the problems which have been encountered because of inadequate planning for commodity procurement, a means of focusing more definitive attention on this aspect of the project planning is essential. When such a Commodity Support Schedule is used it is to be submitted to A.I.D./W as part of the PIP. In those instances when local procurement of commodities is planned, which will involve a deviation from standard A.I.D. procurement policies and procedures, a complete justification for such deviation is submitted with the PIP and the Commodity Support Schedule.

3. If the project is to be loan-financed, a loan application is obtained from the cooperating country and submitted to A.I.D./W as soon as the PROP is approved.

V. Implementation Guidelines--Mission Projects

A. Project Manager

1. Implementation Documents

a. Upon receipt of A.I.D./W approval (i.e., Project Authorization) of the PROP and subsequent Advice of Allotment, proceeds to develop the Activity Characteristics Sheet (ACS), the final version of the PIP, and the Project Agreement in accordance with M.C. 1025.2, M.O. 1332.1, and M.O. 1028.1. Submits the PIP to

A.I.D./W after the Project Agreement is signed. (See M.C. 1025.1, paragraph VI.B.) If the project is to be loan-financed, insures that the Special Loan Provisions Annex is used.

b. Prepares optional Project Worksheets (based on the PIP), in duplicate, inserting "action due" dates based on timing estimates in accordance with paragraph VI.E. of this handbook and forwards a copy to the project support officer in Washington. The Project Worksheet is a simple device for recording the scheduled and actual date when certain significant actions should take place. It is intended to provide the project manager with a reminder of when he needs to take action and when he should followup with A.I.D./W on its actions which are delinquent or near delinquent. A separate Worksheet is provided for each project component--personnel, commodities, and participant trainees. (See Attachment G for sample formats.)

c. Prepares required PIO (or SPAR) documents and submits them to the implementing agent by the due date annotated on the Project Worksheets. The actual submission date is recorded at that time.

d. May include in PIO/Ts, for contract or PASA services, a provision requiring that the contract or PASA include mutually agreed upon PIPs and Project Worksheets which can be used by the contract or PASA Chief of Party as one basis for reporting to the project manager on project implementation. The original PIP and Project Worksheet may require revision as a result of contract or PASA negotiations. Contractors are not to be furnished any cost or financial information prior to or during contract negotiation. See M.O. 1403.1.

2. Waivers

Is accountable for the propriety of waivers which he is authorized to grant, approve, or initiate. (See M.O. 910.1.)

3. Monitoring Project Inputs

If the scheduled responses from the implementing agent have not been received by the due dates annotated on the Project Worksheets, the project manager initiates followup action. If the action is pending in Washington, the followup inquiry is directed to the project support officer in Washington. In the event there is an implementation lag under a contract or PASA, the Chief of Party is consulted before followup action is taken. Action recommendations involving contracts are to be referred to the contracting officer for implementation.

4. Consultation

The project manager schedules regular consultations with the appropriate cooperating-country officials, Mission staff, project personnel, and Contract or PASA Chiefs of Party in order to keep informed of progress on project implementation. He ascertains whether any problems are developing or are anticipated, whether there are any delivery shortfalls expected, whether cooperating-country or other contributions are being made in accordance with the original project plan, and what corrective action seems necessary and possible. He consults with Mission staff and A.I.D./W, as needed, and initiates appropriate action. A record is made of any significant consultations for insertion in the project file.

5. On-Site Inspections

As part of the project monitoring, the project manager makes on-site inspections monthly, quarterly, or at such other regular intervals as agreed to by the Mission Director or his designee. The scheduled frequency of inspections is made a part of the project record. A report is made of each inspection visit. This report is inserted in the project file, and a copy is sent to the project support officer in Washington.

6. Cooperating-Country Actions and Resource Inputs

Establishes and maintains liaison with specific cooperating-country officials who will be responsible for arranging for cooperating-country actions and resource inputs. Follows up with these officials when such actions or inputs are behind schedule; ascertains problems and, to the extent feasible, assists in their resolution. If a planned action or input is withheld without adequate justification, the project manager assesses the impact on this project and recommends to the Mission Director or his designee what action is to be taken--i.e., whether the project is to be continued as is, modified, or discontinued. Action recommendations involving contracts are referred to the contracting officer for implementation.

7. Funding Control

The project manager, in cooperation with the Controller, maintains a summary record of obligations and expenditures for each project on the basis of which he determines whether the rate of expenditures is consistent with plans. When this is not the case, he confers with the Contract or PASA Chief of Party and insures that funds in excess of actual needs are deobligated.

Action recommendations involving contracts are referred to the contracting officer for implementation.

8. Project Appraisal Report (PAR)

Based on his monitoring consultations, inspections, liaison, and other evaluation, including regular collection of objective data, annually prepares the PAR. (See M.C. 1026.1.)

9. Contract Administration Report

Assures the completion semiannually of Part II of the U-307 Contract Administration Report when required by M.O. 1423.9.

10. Personal Services--Technicians

a. Notifies the executive officer of planned A.I.D.-direct or PASA personnel services--as reflected in the PIP and Project Worksheet--so that plans can be made for necessary services such as housing, equipment, office space, etc.

b. Insures that housing, equipment, office space, clerical assistance, etc., which the cooperating country is supposed to furnish, is in fact being arranged for.

c. Reviews nominations, to the extent these are required, and determines whether the candidate meets project requirements. Expedites country clearance as needed.

d. Upon arrival, participates in briefing employee on project objectives, plans, and present status, as well as relationship with Mission Staff.

11. Participants

a. Assists in selecting and subsequently briefing participants before their departure and debriefing them upon their return.

b. When participants are to be trained under the terms of a contract:

(1) Insures that the contractor advises him of participant selection so that he may submit an "information" PIO/P to A.I.D./W.

(2) Determines that the contractor has taken appropriate measures to insure that the participant, after training, will be employed as planned.

V.A.

12. Commodities

a. Insures that all commodities acquired for project use are fully accounted for, that commodities are received and distributed to those who are responsible for rendering support to the project development, and that necessary receipt or arrival documents are executed and necessary accounting/management records are maintained. All commodities are to be put to their intended use within 90 days after receipt or whatever time is considered justifiable by the Mission under the existing circumstances.

b. In connection with on-site inspections, checks on actual use being made of commodities.

c. When commodities are to be furnished under the terms of a contract, insures that the contractor is instructed regarding his responsibilities with respect to overseeing the receipt, storage, and forwarding of commodities to the project site.

B. Project Support Officer

With respect to implementation of Mission projects, the project support officer in Washington:

1. Reviews the PIP and ProAg received from the Mission to ascertain conformity with the underlying PROP. Assures that the audit-evaluation criteria as established under M.O. 798.1, for efficiency and economy in the procurement of commodities, are met. This includes assurance that applicable A.I.D. policies and rules for the procurement of commodities are followed by the cooperating government and the Mission.

2. When applicable, establishes and maintains a Project Monitoring Log which consists of the Project Worksheets for each project. For projects implemented by A.I.D. direct-hire, the Worksheets are provided by the Mission project manager. For contracts and PASAs, the Worksheets are put in final form during the negotiation of the contract or PASA. As each implementing document is received (PIO/T or SPAR, PIO/C, PIO/P), the date of receipt is entered on the Worksheet. Subsequently the dates of key actions are noted when the project support officer clears messages to the Mission or receives an information copy of pertinent documents or routine notices; e.g., nominations, confirmation of processing of procurement, receipt of signed contract or PASA, etc.

3. Participates in the negotiation of contracts and PASAs to insure adherence to the technical requirements of the project. Insures that proposed modification in PIPs or Project Worksheets, resulting from contract or PASA negotiations, are cleared with the Mission project manager and that copies of such revisions are promptly forwarded to him.

4. Participates in the selection and orientation of personnel--direct-hire, PASA, and contractor employees to be assigned overseas.

5. Is accountable for the property of waivers which he is authorized to grant, approve, or initiate. (See M.O. 910.1.) For projects being implemented under a contract, maintains close liaison with the designated contracting officer and insures that he participates in and is kept informed of any developments affecting his contracting responsibilities.

6. Reviews contract and PASA billings, when applicable, for conformity with budgets and to verify that services were provided (based on Project Worksheet Data, or other information from the Mission project manager, or progress reports provided by the contractor or Participating Agency).

7. Maintains a summary record of obligations and expenditures and confers with the Mission project manager on cases when the rate of expenditure is not consistent with plans.

8. Reviews the PAR (Project Appraisal Report) for information which may indicate the desirability or need for improving backstopping, comparing it with similar projects elsewhere, advising other Missions of successful techniques, or initiating special evaluation studies. If the PAR indicates that an implementation problem requires remedial action in A.I.D./W, he insures that such action is taken.

9. If the project involves a contract, reviews the U-307, Contract Administration Report, for information which may require remedial action by the contracting officer or other A.I.D./W office. If this is the case, he initiates such action.

10. Reviews progress and other reports pertaining to the project; initiates corrective action if warranted; identifies those reports which contain evaluative material significant and relevant enough to warrant indexing for the A.I.D. "memory bank" and inclusion in special bibliographies; complete Evaluation Document Coding Card (Attachment I) for these reports and transmits it to the A.I.D. Reference Center.

VI. Implementation Guidelines - Regional and Interregional Projects

A. Project Manager in Washington

1. Prepares required implementation documents--i.e., the PIP, PIO/Ts, and PIO/Cs--and, if desired, Project Worksheets.

2. Participates, as appropriate, in the negotiation of a contract or PASA, when applicable, and insures that such agreements include provision for the use of PIPs and Project Worksheets, if deemed desirable, as well as the submission of periodic implementation and progress reports.

3. Maintains close liaison with the implementing agent, and arranges for on-site inspections at regularly scheduled intervals.

4. For projects being implemented wholly or in part overseas in a country where A.I.D. has a Mission, requests the Mission to designate a project support officer to assist in monitoring and evaluating implementation. Sends the project support officer a copy of the PROP, contract, or PASA, with PIP and Project Worksheets relating to the project, as well as information as to desired frequency of inspections or other action required at the field level.

5. If no Mission project support officer is available to assume this responsibility, makes periodic inspections himself or arranges for representative from an A.I.D. Mission in a nearby country to do this.

6. Reviews progress and other reports pertaining to the project. If these reports indicate that progress is not in accord with plans, determines the reason and initiates corrective action when possible. If circumstances beyond the control of the implementing agent are seriously impeding progress on the project, an assessment is made of the desirability of altering the specifications of the project or canceling it. Action recommendations involving contracts are referred to the contracting officer for implementation.

7. Identifies those reports which contain evaluative material significant and relevant enough to warrant indexing for the A.I.D. "memory bank" and inclusion in special bibliographies; completes Evaluative Document Coding Card (Attachment I) for these reports and transmits it to the A.I.D. Reference Center.

8. Briefs personnel being assigned overseas under the project, referring them to the project support officer in the Mission in those cases when one has been designated.

9. Maintains a summary record of obligations and expenditures for each project in order to be able to ascertain whether the rate of expenditure is consistent with the project plan. If this is not the case, determines the reason and, as appropriate, takes immediate action to deobligate funds in excess of actual need.

10. Reviews and approves all contract or PASA billings, when applicable, to insure that the charges are proper.

B. Project Support Officer

1. The project support officer designated at a Mission for a regional or interregional project is primarily concerned with monitoring the project in behalf of the project manager. This normally takes the form of on-site inspections and participation in periodic evaluation programs at intervals jointly agreed upon by the Mission and the project manager in Washington.

2. The project support officer insures the maintenance of a file of project documents provided by the project manager on the basis of which he ascertains to what extent the implementing agent is meeting the terms of the PASA or contract. Reports of on-site inspections are submitted to the project manager. Action recommendations involving contracts are referred also to the contracting officer for implementation.

3. To the extent that any administrative assistance is required of the Mission, the project support officer makes necessary arrangements.

4. The project support officer is the primary Mission liaison for the implementing agent's representatives in the field and keeps the project manager advised of problems or significant developments.

VII. Evaluation - Reports

A. Evaluation of the implementation of a project is a continuing process which the project manager and his Mission (or A.I.D./W office for regional or interregional projects) conduct in order to judge these aspects of the project:

1. Effectiveness--The extent to which the actual activity goals (or some other ones) have been or are being achieved and why. (Some targets may be reached because of actions outside the project.)

2. Significance--The importance of the progress made in terms of contribution to larger purposes, such as sector goals, U.S. interests, and country development.

VII.A.

3. Efficiency--Relationship of costs to the benefits received.

4. Implementation Scheduling--Extent to which various project components (technicians, commodities, participant trainees) are made available in accordance with project plan specifications and the time schedules.

B. The program evaluation findings are then applied as "feedback" in programming and implementation decisions in the Mission by identifying reasons for deficiencies, if any, and initiating corrective actions and program modifications. They are also made available to A.I.D./W for application to similar programs elsewhere.

C. Effective programming, implementation, and program evaluation all depend heavily on setting clear and realistic activity goals. By asking ourselves, when formulating activity goals, how we will know the extent of achievement at various future dates, we are likely to improve the clarity and realism of the goals as well as the program plans and subsequent evaluation. The question "how will be know?" includes such subsidiary queries as:

- "What variables are to be changed?"

- "How shall we obtain needed data, e.g., base-line data and subsequent periodic collection?"

- "What criteria will be used to appraise the data?"

D. Each Mission has a Program Evaluation Officer who helps the various Mission elements plan evaluations, obtains outside resources to help with particular evaluations, keeps the Director posted on status and results of Mission evaluation work, and pulls together the annual Mission Evaluation Program. Basic responsibility for doing evaluations rests with the project manager, who consults with the Evaluation Officer as he plans and conducts his evaluation.

E. The project manager accomplishes evaluations through:

1. Discussions with key personnel concerned with the project, and from personal observations.

2. Arranging for regular collection of objective data measuring changes from the original situation.

3. Review of progress reports provided by contract or PASA Chiefs of Party.

4. Comparison of plans with actual progress. (Note that delivery of inputs, while important, does not usually measure actual accomplishments of targets or change of country conditions.)

5. Setting up joint inspections, reviews, or studies with cooperating-country officials when possible.

6. Discussions with returned participants and/or any functioning followup entity assessing use of trained manpower.

7. Scheduling special studies by the Mission, outside consultants, private researchers, or a combination thereof.

8. Careful analysis of all data derived from the above source to appraise reasons for status, and reach conclusions on effectiveness and efficiency.

F. In addition to regular statistical data, memoranda of conversations, and reports of any special studies, project evaluation is officially recorded by means of the following:

1. The Project Appraisal Report (PAR) which is the basic annual evaluation report required for all noncapital projects.

2. The On-Site Report, a narrative report in which the project manager records the result of his periodic inspection of the project-- usually monthly or quarterly or other regularly scheduled interval.

3. The annual Participant Follow-Up Activity Report, U-418--see M.O. 1389.2 - Followup of Returned Participants (Report U-418).

4. The Contract Administration Report, U-307--see M.O. 1423.10 - Evaluation of Contractor Performance.

- -

A.I.D. MANUAL SECTIONS AND DIRECTIVES
RELATING TO TECHNICAL ASSISTANCE

Section 240   - Policies and Procedures Governing Relationships with Other
                Agencies

Section 250   - Agreements with Other Federal Agencies

M.O. 712.4   - Obligation Concepts - Technical Assistance

M.O. 910.1   - Certifying and Recording Waivers

M.O. 1018.1   - A.I.D. Institutional Grants Program

Section 1023 - The Country Assistance Program (CAP)

Section 1025 - Noncapital Projects: Planning, Review, Authorization, and
                Evaluation

Section 1095 - Coding of Program Documents

M.O. 1305.1   - Project Management - Technical Assistance

M.O. 1324.1   - Technical Assistance Projects: The Use of Other Planning
                Documents and Checklists

Section 1380 - Participant Training (PIO/P)

Section 1410 - Statutory and Policy Requirements Governing Procurement

Section 1420 - A.I.D. Procurement, Services, and Commodities

Section 1430 - U.S. Government Agency Procurement, Commodities

M.O. 1531.1   - Administration of the Centrally Funded Research Program

M.C. 1621.1   - Technical Inquiry Services

M.O. 1621.2   - A.I.D. Source of Economic, Technical, and Financial
                Information

Project Title	Country	Project No.

Done	Not Applicable	
		GENERAL

The purpose of the project is clear, and there exists an objectively verifiable description of those conditions that will signal achievement of project purpose.

Outputs necessary to achieve the project purpose have been identified, and observable targets for these outputs have been established.

The expected contribution of this project to the overall U.S. country program is defined and it is reasonable to think that if the project purpose is achieved then the contribution will occur.

Adequate information on the situation which the project is designed to change—i.e., baseline data—has been collected and analyzed as a basis for planning and progress measurements.

Timing of project has been coordinated with related projects and overall requirements of approved sector/goal plans.

Proposed level and quality of resources—United States or cooperating country—are adequate to achieve project targets.

Project provides for long-term institutional arrangements after termination of U.S. project support which will be compatible with the needs and wishes of the cooperating country.

An estimate has been made of the cost to the United States and/or other donor of achieving project goal in relation to identifiable benefits to be derived directly or indirectly.

Cooperating country contributions and effective participation in terms of personnel, physical facilities, services, policies, legislation, and programs are now available or in effect ☐ are officially planned, approved, and committed; or ☐ are likely to be at the time of implementation of project.

Since the project is expected to result in a continuing activity after termination of U.S. project support, the Project Proposal defines what action has been taken or is planned to assure that the activity will eventually be financially self-sustaining.

The project is designed to promote self-help.

The project will significantly increase the cooperating country's institutional capacity to continue and multiply improvements introduced by the project.

The project is designed to incorporate, or properly relate to, the strategic steps necessary to overcome cooperating-country structural and environmental obstacles.

Consideration has been given to the extent to which the success of the project depends on the implementation of other related projects—whether Technical or Capital Assistance or Food for Freedom.

The desirability of including a food component in the project has been considered.

Timing and implementation requirements have been coordinated with the requirements of related projects.

Done	Not Applicable

GENERAL (Continued)

To the extent that the project requires local currency, Mission programming of local currency has been reviewed and necessary modifications have been made of or provided for.

If grant funding is contemplated, it has been determined that the cooperating country is not able or willing to finance the project under a loan agreement.

Research has been done on similar projects in the cooperating country and elsewhere to identify potential problems and to insure that similar problems are avoided in the current project.

Plans for continuing evaluation have been incorporated in the project plan.

TRAINING

Consideration has been given to the need for participant training as a part of this project and appropriate plans have been made as necessary.

Adequate provision has been made by the cooperating country for insuring appropriate employment of participants after training.

Consideration has been given to the possibility of arranging for training in the cooperating country.

An adequate system of participant followup and evaluation has been or is being established by the Mission.

COMMODITIES

Necessary commodities are not available in the country for transfer to the project.

Local receiving and processing facilities are or will be available; i.e., unloading facilities, storage and transfer, equipment and service, customs, and shipping document services.

Local operating conditions of equipment have been checked and are or will be adequate; i.e., availability of spare parts, services, equipment to calibrate and measure equipment performance. The effect of climatic conditions and extent and condition of primary and secondary roads has been considered where applicable.

Consideration has been given to the possible effect on project implementation of the availability of local technical expertise and training requirements-- i.e., what essential local skills are needed to operate and maintain equipment; what maintenance services (including U.S. dealerships) are available. Are training manuals and/or operations manuals available in the local language?

It has been ascertained that to the extent needed spare parts and services are or will be available--this includes provision of initial and follow-on spare parts support (including future financing of spare parts and existence of procedures for foreign procurement), the development of local spare parts wearout-factor data, local ability to maintain inventories effectively.

Adequate local maintenance, repair, and storage facilities are or will be available.

Consideration has been given to how and by whom equipment/commodities will be used and plans have been made, as appropriate, for the redistribution of commodity residuals.

Done	Not Applicable

COMMODITIES (Continued)

To the extent needed, commodity-related personal services have been planned for.

ADMINISTRATIVE

A project file has been established in accordance with the requirements of M.O. 1305.1.

A project support officer has been assigned by A.I.D./W or Mission as required by M.O. 1305.1.

In planning the project, the method of implementation has been selected after considering the various methods in their order of general desirability.

Arrangements are being made with pertinent contract officer.

A.I.D. specialists required for implementation are, or will be, available.

Project Planning Documentation has been prepared, including ☐ PPP (where applicable), the ☐ PROP, ☐ ACS, ☐ PIP, ☐ ProAg, and ☐ Project Worksheets.

REMARKS: (Attach separate sheet.)

_____

THIS IS TO CERTIFY that in planning this project the above-planned factors have been taken into consideration and requirements met, where applicable, and necessary plans made or action taken to insure the effective implementation of the project.

                                        _____
                                                  (Signature)

GENERAL SERVICES ADMINISTRATION PROCUREMENT LEADTIME

The following will serve as a basis for requisitioning activities' determination of approximate item delivery dates when requirements are generated for nonstocked items.

Commodity Class	Commodity Class Description	Leadtime in Calendar Days a/
1000-1399	Ammunition, weapons, and explosives	90
1400-1599	Civil aircraft	90
b/1600-2499	Aircraft components, railway equipment, and motor vehicles	180
2500-2599	Vehicle parts	70
2600-2799	Tires and tubes	65
2800-2899	Engines, turbines, and parts	150
2900-3199	Engine accessories, power equipment, and bearings	80
3200-3499	Woodworking and metal-working machinery	180
3500-3599	Service and trade equipment	90
3600-3699	Special industry machinery	75
3700-3799	Agricultural machinery and equipment	105
c/3800-3999	Construction, materials-handling, and highway equipment	210
4000-4099	Rope, cable, chain, and fittings	75
4100-4199	Refrigeration and air conditioning equipment	90
4200-4299	Firefighting and safety equipment	90
4300-4399	Pumps and compressors	90
4400-4499	Furnance, steam plant, and drying equipment	100
4500-4899	Plumbing, heating, and related equipment	105
4900-5099	Maintenance and repair shop equipment	80

a/ Deduct 30 days from time shown when total requirements do not exceed $2,500.

b/ For vehicles in Federal Supply Classes 2310, 2320, and 2330, included in GSA's consolidated volume and monthly purchase programs, see 101-26.501-4 and 101-26.501-5 for procurement and delivery time schedules. For other vehicles in these classes and those in Federal Supply Class 2340, the leadtime shown is for standard vehicles without special features or attachments.

c/ The following classes will be considered on a case-by-case basis because of special features that may be required. The leadtime shown is for routine requirements.

Class	Class Title
3805	Earth-moving and excavating equipment.
3810	Cranes and crane shovels.
3895	Miscellaneous construction equipment.

Commodity Class	Commodity Class Description	Leadtime in Calendar Days a/
5100-5129	Handtools, nonpowered	90
5130-5132	Handtools, power driven	120
5133-5139	Drill bits, taps, dies, and collets	80
5140-5179	Tool and hardware boxes	90
5180-5199	Sets, kits, and outfit of tools	120
5200-5299	Measuring tools	90
5300-5339	Screws, fasteners, and nails	65
5340-5344	Miscellaneous hardware	65
5345-5399	Disks, stones, and abrasives	70
5400-5499	Prefabricated structures	150
5500-5599	Lumber	105
5600-5799	Construction and building materials	85
d/5800-5899	Communication equipment	120
5900-5959	Electrical and electronic components	105
5960-5969	Electron tubes	90
5970-5999	Electrical parts	90
6000-6199	Electrical wire	90
6200-6299	Lighting fixtures and lamps	90
6300-6399	Alarm and signal systems	90
6400-6599	Medical, dental, and veterinary equipment and supplies	90
6600-6699	Instruments and laboratory equipment	90
6700-6799	Photographic equipment	120
6800-7099	Chemicals and chemical-products training devices	105
7100-7109	Household furniture	215
7110-7124	Office furniture	165
7125-7194	Cabinets, lockers, bins, and shelving	155
7195-7199	Miscellaneous furniture and fixtures	155
7200-7219	Household furnishings	120
7220-7229	Floor coverings	120
7230-7239	Draperies, awnings, and shades	120

d/ All classes in FSC Group 58, Communication Equipment, will be considered on a case-by-case basis because of special features that may be required. The leadtime shown is for routine requirements.

Commodity Class	Commodity Class Description	Leadtime in Calendar Days a/
7240-7289	Household and commercial containers	80
7290-7299	Miscellaneous household and commercial appliances	120
7300-7329	Food, cooking, baking, and warming kitchen equipment	135
7330-7399	Kitchen handtools and utensils	110
7400-7459	Office machines and parts	105
7460-7489	Visible-record equipment	120
7490-7499	Miscellaneous office machines	105
7500-7519	Office supplies	95
7520-7529	Office devices and accessories	120
7530-7539	Stationery and record forms	90
7540-7599	Standard forms	90
7600-7699	Books, papers, etc.	120
7700-7799	Musical instruments, phonographs, and radios	90
7800-7899	Recreational and athletic equipment	90
7900-7999	Cleaning equipment and supplies	135
8000-8019	Paints, varnishes, enamels, etc.	120
8020-8029	Brushes, paint, and artist	120
8030-8099	Sealers and adhesives	120
8100-8299	Containers and packaging	120
8300-8399	Textiles, leathers, and furs	90
8400-8499	Clothing and individual equipment	120
8500-8519	Perfumes and toiletries	90
8520-8539	Toilet soap, personal	90
8540-8599	Toiletry paper products	90
8600-8899	Agricultural supplies and live animals	120
8900-9099	Subsistence	90
9100-9299	Fuels, lubricants, oils, and waxes	90
9300-9399	Nonmetallic fabricated materials	90
9400-9799	Nonmetallic crude materials, metals, and ores	90
9800-9999	Miscellaneous	90

ESTIMATED TRANSMIT TIME AND AVERAGE SAILINGS PER MONTH FOR SHIPMENTS
TO MISSIONS FROM EXPORT REGIONAL OFFICES OF THE
GENERAL SERVICES ADMINISTRATION

For Shipments from GSA Region 2, New York

To Ports Serving	Days in Transit	Average Sailings Per Month
Accra, Ghana	15	2
Amman, Jordan	22	2
Ankara, Turkey	25	5
Asuncion, Paraguay	25	5
Athens, Greece	15	7
Baghdad, Iraq	41	1
Beirut, Lebanon	25	5
Belgrade, Yugoslavia	21	2
Cairo, Egypt	34	6
Conakry, Guinea	19	2
Freetown, Sierra Leone	12	4
Damascus, Syria	25	5
Kabul, Afghanistan	35	6
Karachi, Pakistan	35	6
Kathmandu, Nepal	53	9
Lagos, Nigeria	32	8
New Delhi, India (via Bombay)	44	9
Nicosia, Cyprus	20	1
Port-au-Prince, Haiti	26	2
Taiz, Yemen	27	3
Tehran, Iran	33	3
Tel Aviv, Israel	20	2
Leopoldville, Democractic Republic of Congo	30	3
London, England	9	8
Madrid, Spain	10	9
Monrovia, Liberia	13	6
Paris, France	6	18
Reykjavik, Iceland	14	--
Rome, Italy	13	20
Tripoli, Libya	12	6
Tunis, Tunisia	10	6
Yaounde, Cameroon	19	4

For Shipments from GSA Region 3, Washington, D.C.

To Ports Serving	Days in Transit	Average Sailings Per Month
Abidjan, Ivory Coast	20	2
Algiers, Algeria	13	4
Ankara, Turkey	29	2
Bamako, Mali	15	--
Bangu, Central Africa	26	1
Bathurst, Gambia	15	--
Blantyre, Malawi	33	2
Brazzaville, Democratic Republic of Congo	26	2
Bujumbura, Burundi	32	2
Cotonou, Dahomey	25	1
Dakar, Senegal	14	2
Damascus, Syria	29	5
Dar es Salaam, Tanzania	35	1
Fort Lamy, Chad	26	2
Kampala, Uganda	35	2
Khartoum, Sudan	26	4
Kigali, Rwanda	35	2
Libreville, Gabon	24	--
Lome, Togo	31	--
Lusaka, Zambia	35	2
Mogadiscio, Somalia	47	2
Nairobi, Kenya	35	2
Niamey, Niger	25	1
Nouakchott, Mauritania	15	1
Ouagadougou, Volta	20	2
Rabat, Morocco	12	2
Taiz, Yemen	31	--
Tananarive, Malagasy	35	2
Tehran, Iran	37	1

For Shipments from GSA Region 7, Dallas, Texas

To Ports Serving	Days in Transit	Average Sailings Per Month
Addis Ababa, Ethiopia	35	9
Belize, British Honduras	7	4
Bogota, Colombia	8	10
Buenos Aires, Argentina	25	9
Caracas, Venezuela	10	12
Georgetown, British Guiana	15	4
Guatemala City, Guatemala	8	10
Kingston, Jamaica	4	12
La Paz, Bolivia	10	7
Lima, Peru	16	7
Managua, Nicaragua	13	8
Montevideo, Uruguay	26	4
Panama City, Panama	6	18
Paramaribo, Surinam	16	5
Port of Spain, Trinidad	12	7
Quito, Ecuador	10	6
Recife, Brazil	21	--
Rio De Janeiro, Brazil	21	7
Salisbury, Rhodesia	34	4
San Jose, Costa Rica	8	4
San Salvador, El Salvador	8	10
Santo Domingo, Dominican Republic	6	6
Santiago, Chile	17	6
Tegucigalpa, Honduras	4	4

For Shipments from GSA Region 9, San Francisco, California

To Ports Serving	Days in Transit	Average Sailings Per Month
Bangkok, Thailand	29	9
Djakarta, Indonesia	31	5
Manila, Philippines	20	12
Rangoon, Burma	46	1
Saigon, Viet-Nam	22	11
Seoul, Korea	20	16
Taipei, China	20	12
Vientiane, Laos	29	5

PASA OVERHEAD RATES
AS OF 1970

AGENCY	% OVERHEAD 1/		
	% Rate for Detail	% Rate for Regular Tours	Restricted Personnel Costs Only
USDA	7.5	15	
DOD			
INTER-AMERICAN GEODETIC SURVEY	--	13	X
CORPS OF ENGINEERS (usually)	10		
NAVAL FACILITIES ENGINEERING COMMAND (usually)	7		
DHEW			
PUBLIC HEALTH SERVICE - PROJECT PASA		15	X
STAFF PASA	--	--	
MALARIA PROJ.		5	
OFFICE OF EDUCATION	--	--	
SOCIAL WELFARE	--	--	
SOCIAL SECURITY	--	--	
INTERIOR			
FISHERIES	10	10	
LAND MANAGEMENT	15	15	
BUREAU OF RECLAMATION	8 - 15	8	
USGS	18	45	X
PARK SERVICE	15	15	
BUREAU OF MINES			
COMMERCE			
BUREAU OF PUBLIC ROADS	--	--	
ESSA	--	6	
CENSUS	--	--	
BUREAU OF STANDARDS	--	40-60	
TVA	25		
FAA	5	5	
GSA	5	5	
HUD	Varies	15	
FHLBB	--	--	
LABOR	5	5	
NSF	--	--	
SEC	--	--	
TREASURY			
IRS	22	22	
CUSTOMS	8	8	

1/ Charged against personal services costs (i.e., salary, travel, and transportation)

SAMPLE FORMAT

| JOINT PROJECT IMPLEMENTATION PLAN PART V-A COMMODITY SUPPORT MASTER SCHEDULE | 1. COOPERATING COUNTRY | 2. PROJECT TITLE | 3. PROJECT NO. | 4. DATE | 5. COPY |

6. IDENTIFICATION	7. NO. OF ITEMS	8. FINANCING AGENT	9. PROCURE. AGENT	10. VALUE OF COMMODITIES BY: (a) Financing Agent						(b) Type Procur.		11. COMMODITY DELIVERY SCHEDULE												
				AID		COOP.CTRY.	OTHER					FY 19				FY 19				FY 19			
				$*	LC$^{1/}$	LC$^{2/}$	FX$^{1/}$	LC$^{1/}$	FX$^{1/}$	Excess	New	1	2	3	4	1	2	3	4	1	2	3	4
COMMODITY GROUP																							
Total Items																							
OTHER COMMODITY INPUT																							

Remarks:

* In $ 000
$^{1/}$ Dollar Equiv.
$^{2/}$ Local Currency

INSTRUCTIONS FOR COMPLETING COMMODITY SUPPORT MASTER SCHEDULE

1. Columns 1, 2, 3, 4, and 5--Self explanatory.

2. Column 6--IDENTIFICATION--In this column under the subheading, Commodity Group, list the groups of commodities required. Under the subheading, Supporting Facilities, list significant facilities or structure(s) related to the utilization of commodities required to house or protect commodities to be procured for the project. Quantify items required for such construction.

3. Column 7--NO. OF ITEMS--In this column show the number of items in each commodity group.

4. Column 8--FINANCING AGENT--Show the financing agent(s) for each group of commodities indicated in the subheadings above.

5. Column 9--PROCUREMENT AGENT--Show the agent(s) responsible for procuring commodities.

6. Column 10--VALUE OF COMMODITIES BY:

    a. Financing Agent--Show the extent of A.I.D., cooperating country, or other type of financial support in dollars, local currency, or foreign exchange, as appropriate.

    b. Type of Procurement--Indicate the value of procurement of new items or of Excess Property items, if applicable.

7. Column 11--COMMODITY DELIVERY SCHEDULE--Outline the commodity delivery schedule for each commodity group. For each commodity group, calculate the total leadtime on the basis of the individual item requiring the longest leadtime for delivery to site. In developing leadtime for item delivery, make use of information shown on Attachments B, C, D, and E.

JOINT PROJECT IMPLEMENTATION PLAN
PART V-A.2. COMMODITY SUPPORT ITEM LISTING

Itemize commodities listed under Commodity Group in the Commodity Support Master Schedule. Asterisk (*) items which can best be purchased on the local market.

Item Nomenclature	Quantity

Attachment F to
Handbook, M.O. 1305.1.1
TL 12:210, 10-26-70

PROJECT WORKSHEET ACTIONS SCHEDULED FY	COOPERATING COUNTRY		PROJECT TITLE												PROJECT NO.		DATE ORIGINALLY PREPARED		
PROJECT MANAGER	COOPERATING COUNTRY AGENCY				IMPLEMENTING AGENT ☐ A.I.D. ☐ CONTRACT: ☐ PART. AGENCY:										☐ ORIGINAL ☐ AMEND. NO. DATE				
PROJECT INPUT **COMMODITIES** DESCRIPTION COM. CODE	STOCK MFG. NO.	QUANT.	UNIT	EST. COST	EST. TOTAL COST	PIO/C TO BE SUB.	DATE OF ACTUAL SUBM.	DATE CONFM. DUE	DATE CONFM. REC'D	DATE ARR. DUE	DATE ARR. SCHED.	VESSEL -- PORT	DATE ACTUAL ARR.	DATE DUE ON PROJ.	DATE ACTUAL ARR. ON PROJ.	COND. OF COM.	
																SAT	UN- SAT

SAMPLE FORMAT

PROJECT WORKSHEET	COOPERATING COUNTRY	PROJECT TITLE								PROJECT NUMBER		DATE ORIGINALLY PREPARED:
ACTIONS SCHEDULED FY												

PROJECT MANAGER	COOPERATING COUNTRY AGENCY	IMPLEMENTING AGENT		☐ ORIGINAL
		☐ A.I.D. ☐ CONTRACT:		☐ AMEND. NO.
		☐ PART. AGENCY:		DATE:

PROJECT INPUT: PERSONNEL SERVICES / POS. TITLE – NAME	DATE PIO/T SPAR TO BE SUBMITTED	DATE ACTUALLY SUBMITTED	DATE CONTRACT /PASA TO BE SIGNED	DATE CONTRACT /PASA SIGNED	DATE NOM. DUE	DATE NOM. REC'D	ACTION TAKEN (CHECK) ACC	REJ	DATE EOD DUE	DATE ACTUAL EOD	DATE ARRIVAL DUE	DATE ACTUAL ARRIVAL

ACC: ACCEPTED
REJ: REJECTED

PROJECT WORKSHEET ACTIONS SCHEDULED FY	COOPERATING COUNTRY	PROJECT TITLE										PROJECT NO.		DATE ORIGINALLY PREPARED	
PROJECT MANAGER	COOPERATING COUNTRY AGENCY	IMPLEMENTING AGENT ☐ A.I.D. ☐ CONTRACT: ☐ PART. AGENCY:										☐ ORIGINAL ☐ AMEND. NO. DATE:			
PROJECT INPUTS **PARTICIPANTS** PROF. – NAME – TYPE TNG. – DURATION	DATE PIO/P TO BE SUBMIT-TED	DATE ACTUAL SUBMIS-SION	DATE TRNG. PRO-GRAM DUE	DATE PRO-GRAM REC'D	(CHECK) ACTION TAKEN		CALL FOR-WARD DUE	DATE CALL FOR-WARD REC'D	DATE DEPART-URE DUE	DATE OF ACTUAL DEPART-URE	PARTICI-PANT DUE TO RETURN	DATE OF ACTUAL RETURN	TRAINING APPRAI-SAL		PLACE-MENT EVAL.	
					ACC	REJ							SAT	UN-SAT	SAT	UN-SAT

ACC: ACCEPTED
REJ: REJECTED

TL 12:210, 10-26-70

MANUAL ORDER

AGENCY FOR INTERNATIONAL DEVELOPMENT

SUBJECT	EFFECTIVE DATE	ORDER NO.
	August 10, 1970	1305.1
Project Management – Technical Assistance	TRANS. LETTER NO	PAGE NO
	12:200	1
	SUPERSEDES	

I. Project Management

A. The effective management of specific projects is a basic component of a Technical Assistance Program and is inseparable from the overall responsibility for project planning, implementation, and evaluation. In the field the Mission Director and the chiefs of major organizational units are concerned with the quality of project management in their programs, and the technical division head has immediate management responsibility for all projects assigned to his office for implementation. Depending upon the staff resources available, the Mission Director may designate chiefs of major divisions as project managers or may assign detailed responsibility to other Mission officers. This does not diminish the ultimate responsibility of the senior officer for insuring that good management practices are applied to projects in his technical area. Multisectoral projects usually require that a senior officer (or division chief) be appointed project manager.

B. This manual order describes the elements of project management necessary for the effective implementation of A.I.D.'s technical assistance role. It establishes the requirement that project managers and project support officers (a project management team) be officially designated for all Technical Assistance Projects—Mission and A.I.D./W. It also sets requirements for project documentation and maintenance of project records.

C. The requirements of this manual order are not intended to result in significant changes in organizational patterns, rather in better understanding of project management and project organization as a way of thinking with respect to the many related and cross-jurisdictional activities officially termed a "project." These concepts are more extensively treated in M.O. 1305.1.1 – Project Management Handbook, Technical Assistance, soon to be issued.

D. The term "management" is subject to varying interpretations. A.I.D.'s approach to project management recognizes that responsibilities for action are divided between the host government (which has a major responsibility), the A.I.D. Mission (and perhaps other donors), and contractors (universities, PASA groups, private firms, and other organizations) whose functions are specifically defined in contracts. Moreover, in both the host government and the A.I.D. Mission, various organizational units have responsibility for specialized elements of the project, such as finance, supply, or training. However, the project "manager" has responsibility for keeping track of all project elements, regardless of who has operating responsibility—reminding, persuading, and coordinating. He is not expected to exercise line authority.

E. The designation of a project management team assures that specific individuals are assigned responsibility for the prompt and efficient initiation and implementation of projects. These individuals are the focal point for:

1. Provision of systematic continuity of management through all phases of the project—planning, implementation, and evaluation.

2. Periodic review and critical appraisal of ongoing projects.

3. Determination of progress toward project purpose and accomplishment of goals or objectives.

4. Identification of deficiencies or irregularities.

5. Identification of problems that may be causing unsatisfactory progress and the initiation of corrective action, including modification of project plans.

6. Necessary followup.

Address inquiries concerning this manual order to TA/PM.

NO. 1305.1	PAGE NO. 2	EFFECTIVE DATE August 10, 1970	TRANS. LETTER NO. 12:200	**A.I.D. MANUAL ORDER**

I.

F. To the extent possible, personnel assigned as project managers are to receive training in project management before assuming their duties. Others are to be trained as soon after assignment as practicable. Such training in project management will be made available both in A.I.D./W and in the field.

II. Designation of Project Management Team Members

A. General

1. All A.I.D. Technical Assistance Projects—regardless of type, implementing agent, funding, or geographic location—have a project manager and, normally, a project support officer.

a. For Mission projects there is a project manager at the Mission and a project support officer in Washington.

b. For regional or interregional projects (not administered by a field Mission) there is a project manager in Washington and, normally, a project support officer in the Mission for regional, and in the Bureau and Mission for interregional projects which are wholly or partially implemented in the field.

2. The project manager has primary responsibility. The project support officer in Washington provides or helps arrange for administrative and technical backstop support for Mission projects. A project support officer in the Mission provides monitoring and evaluation assistance for regional or interregional projects.

3. The coordinated, complementary functions of the project manager and support officer are intended to result in optimum effectiveness in project planning, implementation, and evaluation. At no time is an ongoing (active) project to be without a designated project manager or, for field-Mission projects, a project support officer in Washington.

4. It is of prime importance that project managers have managerial ability and be imaginative, able planners, as well as have the ability to interrelate successfully with individuals in their working environments. Technical competence in the pertinent field is an important qualification and in some cases may be indispensable (e.g., health, public safety, or highly technical soil or water projects). Since A.I.D. has basic management responsibility for U.S. contributions to project development, implementation, and evaluation, field project managers are to be A.I.D. Mission direct-hire or, in special cases, principal PASA personnel at Mission headquarters.

Technicians assigned to ministries and other host-country organizations as full-time advisors, by the nature of their assignments, may have difficulty in developing the overview required to carry out successfully the assigned A.I.D. Mission's managerial responsibility outlined in this manual order.

5. The preceding paragraph limiting project managers to direct-hire or, in exceptional cases PASA employees, follows the principle that the Federal Government cannot abdicate its ultimate responsibility for assuring the appropriate and efficient use of U.S. Government funds. However, individual tasks may be delegated or assigned in various ways. Missions with small staffs may arrange to have certain types of staff work done by local personnel or by contract through engineering and management firms, provided a designated direct-hire or PASA employee retains final responsibility as supervisor and reviews the staff work performed.

6. Different phases of project life may require different management skills requiring changes in managing personnel (e.g., early negotiation and planning vs. special implementation conditions) and individual transfers or other assignments may interfere with continuity of management; but maximum effort is to be made to provide as much stability in individual project management assignments as local situations may allow.

7. Assignments of project managers and project support officers are communicated to pertinent Bureaus by Missions and vice versa. (See paragraphs B.1. and 2. below.) For an ongoing project, when the project manager is to be reassigned, terminated, absent on extended leave (in excess of 4 weeks), or otherwise is expected to cease functioning in this capacity, either in the field or in A.I.D./W, the Mission Director or the Regional Assistant Administrator, or either's designee as appropriate, designates a successor and each immediately notifies the other of this designation. Similar action is taken when it becomes necessary to designate a new project support officer. This shift in responsibility is expected to be arranged well before the departure of the incumbent project manager (or project support officer) so as to permit necessary consultation and transfer of project records.

8. If A.I.D. has or plans activities in a country where there is no A.I.D. Mission, the Regional Bureau is responsible for making arrangements for project management in that country to the extent necessary and appropriate.

A.I.D. MANUAL ORDER	TRANS. LETTER NO. 12:200	EFFECTIVE DATE August 10, 1970	PAGE NO. 3	NO. 1305.1

II.

B. Mission Projects

1. The Mission Director designates a U.S. direct-hire-A.I.D. employee or, in special cases, a principal PASA employee at Mission headquarters as the Mission project manager as soon as it is decided that any preplanning action is to be initiated in a particular field of activity which may subsequently result in the development of a project. A.I.D./W is advised of this designation concurrently with the submission of the Noncapital Project Paper (PROP) or the Preliminary Project Proposal (PPP). Immediately upon receipt of a PROP or PPP (prior to approval of the project), the appropriate assistant administrator, or his designee in A.I.D./W, designates a project support officer and so notifies the Mission.

2. Each Mission and A.I.D./W Regional Bureau or Office is responsible for maintaining centrally an up-to-date roster of projects under its jurisdiction, showing the designated project manager and project support officer for each.

3. The Mission Director insures that project managers are not assigned projects in excess of the number which they can efficiently manage. This number will vary depending on the size, type, and complexity of the projects involved.

C. Regional or Interregional Projects

1. For regional or interregional projects which originate in A.I.D./W, the appropriate assistant administrator designates the project manager when it is determined that a project is to be planned or research is to be initiated which may possibly lead to the development of a project. Project managers for regional or interregional projects are located in the Bureau or Office which originates, and is responsible for, the project— for a regional project, the Regional Bureau; for an interregional project, the Bureau for Program and Policy Coordination (AA/PPC), the Bureau for Technical Assistance (AA/TA), the Office of Food for Peace (FFP), the Office of Public Safety (OPS), the Office of International Training (OIT), or other appropriate office.

2. For approved projects to be implemented wholly or partially in a particular country in which A.I.D. has a Mission, the project manager in Washington may request the designation of a project support officer at the Mission to assist in monitoring and evaluating project implementation. It is important that the Mission be kept informed of regional or interregional project activities, in the planning as well as implementation phases, by the relevant Bureau or Office.

III. Termination of Project

When is a project "officially" terminated?—a question which may have several answers: funding completed, U.S. technicians have left the scene, arbitrary date mutually decided on by the United States and host country, etc. It is necessary when planning a project and subsequently negotiating a project agreement (M.O. 1333.1 - Technical Assistance: Project Agreement Forms and Standard Provisions) that those circumstances which clearly indicate the termination of U.S. responsibility for active participation be clearly spelled out. If, thereafter, periodic monitoring of project (this could be for various reasons) is contemplated, its purpose and duration are to be indicated and mutually agreed upon. The termination date must be made a matter of record. Specifics on project termination will be provided in M.O. 1333.1, currently being revised.

IV. Project Records

A. Maintenance

1. Project Manager

a. The project manager is responsible for insuring that a properly documented permanent file for each assigned project is established as soon as the decision is made to develop a project and that it contains all basic documents and reports relating to the project consistent with the provisions of M.O. 521.1 - Records Maintenance Handbook, Chapter V, Section A. The file constitutes a history of the project to date and serves to facilitate the transfer of the project management responsibility from the jurisdiction of one project manager to another.

b. If a project is completed or canceled, the project manager is responsible for insuring that the project file summary is prepared for Mission and/or A.I.D./W records, as appropriate. Since this summary need not cover fiscal data, the final Project Appraisal Report (PAR) may be used for this purpose.

c. The project manager insures that, with respect to project planning, implementation, and evaluation, all significant decisions, and their rationale, are fully documented and included in the project file. Information on how or why such decisions are made is useful in analyzing projects to determine the influence of such decisions on the ultimate outcome of the project and to provide a basis for developing improved project planning guidance.

NO.	PAGE NO.	EFFECTIVE DATE	TRANS. LETTER NO.	**A.I.D. MANUAL ORDER**
1305.1	4	August 10, 1970	12:200	

IV.A.

2. Project Support Officer

The project support officer in Washington, for Mission projects, insures that a file is maintained of those documents which normally are forwarded to or generated in A.I.D./W. The project support officer in a Mission for a regional or interregional projec insures that a similar file of documents pertaining to his assigned project is also maintained. In the case of interregional projects, these activities are coordinated by the support officer assigned by the Regional Bureau.

B. Historical and Evaluative Materials

The project manager is also responsible for insuring that, for ongoing projects for which there is a continuing flow of new reports, as wel¹ as for completed projects for which final disposition of records has to be made (M.O. 522.3 – A.I.D./W Records Disposition Handbook, and M.O. 522.4 – Mission Records Disposition Handbook), documents and reports of historical and evaluative significance are forwarded to the A.I.D. Reference Center (ARC) in the Bureau for Program and Policy Coordination. The ARC is responsible for developing an effective "A.I.D. Memory Bank." Copies of key documents developed in A.I.D./W, as well as in the Missions, are stored in the ARC where they are readily accessible for operational, orientation, and research purposes. Reports and documents of particular substantive significance— historical or evaluative—which will help A.I.D. personnel benefit from past experience are selected for transmittal to the ARC. Two copies of such documents are to be forwarded. If extra copies are not available for this purpose, two copies are to be reproduced and transmitted. Particularly pertinent items are evaluative studies; progress, terminal, and end-of-tour reports; unscheduled special reports; feasibility studies; orientation and training materials of broad usefulness; analytical reports on development assistance problems and issues; etc. Regular project documentation (PROP, PIP, PAR, etc.) and contract reports for new projects (initiated after July 1, 1970) are not to be included since procedures already exist for the regular flow of these documents to the ARC.

C. Project Documents

1. The project management function involves a high level of professional responsibility, the continuous supervision, monitoring, and coordination of project activities for optimum achievement of project objectives. The use of prescribed documents to record and communicate various types of project information is an integral part of that essential function.

2. The project file normally will contain the documents listed below, where applicable. It also is to include memorandum-for-the-files records of significant oral agreements, understandings, or discussions with cooperating-country officials, Mission staff, or other persons or groups whose activities or responsibilities have a direct bearing on the project, reports of on-site inspections, and other reports which may be applicable, and progress reports submitted by contractor or PASA groups in accordance with the terms of the contract or PASA.

a. Preplanning documentation—e.g., contract, PASA, or other arrangement for feasibility study; the study itself; and key correspondence or reports relating to the study.

b. Preliminary Project Proposal (PPP)—See M.C. 1025.1 – Noncapital Project Paper (PROP) and Preliminary Project Proposal (PPP).

c. Noncapital Project Paper (PROP)—See M.C. 1025.1 (and loan application where applicable).

d. E-1, Technical Assistant Project Budget—form AID 1020-2 (3-69).

e. Activity Characteristics Sheet— See M.O. 1028.1 – Activity Characteristics Sheet (ACS).

f. Project Authorization—See M.O. 1025.3 – Project Authorization for Noncapital Projects.

g. Joint Project Implementation Plan (PIP)—See M.C. 1025.2 – Joint Project Implementation Plans (PIP), Parts I-V.

h. Project Agreement—See M.O. 1332.1 – Technical Assistance: Project Agreement, Scope, Execution, and Revision.

i. Project Implementation Orders (PIOs) for technicians, commodities, and participants. See M.O. Sections 1350, Technical Assistance: Contract Service Actions (PIO/T); 1370, Technical Assistance: Commodity Procurement Actions (PIO/C); and 1380, Participant Training (PIO/P).

j. Staffing Pattern Action Requests (SPARs)—See M.O. 1361.1 – Technical Assistance: Personnel Actions (SPAR).

k. Contract or PASA, where applicable.

A.I.D. MANUAL ORDER	TRANS. LETTER NO. 12:200	EFFECTIVE DATE August 10, 1970	PAGE NO. 5	NO. 1305.1

IV.C.2.

       l. Periodic progress reports required under the terms of a contract or PASA.

       m. Project Appraisal Report (PAR)— See M.O. 1026.1 - Noncapital Project Appraisal Report (PAR).

       n. Contract Negotiator's Checklist— See M.O. 1423.13 - Contract Negotiator's Checklist.
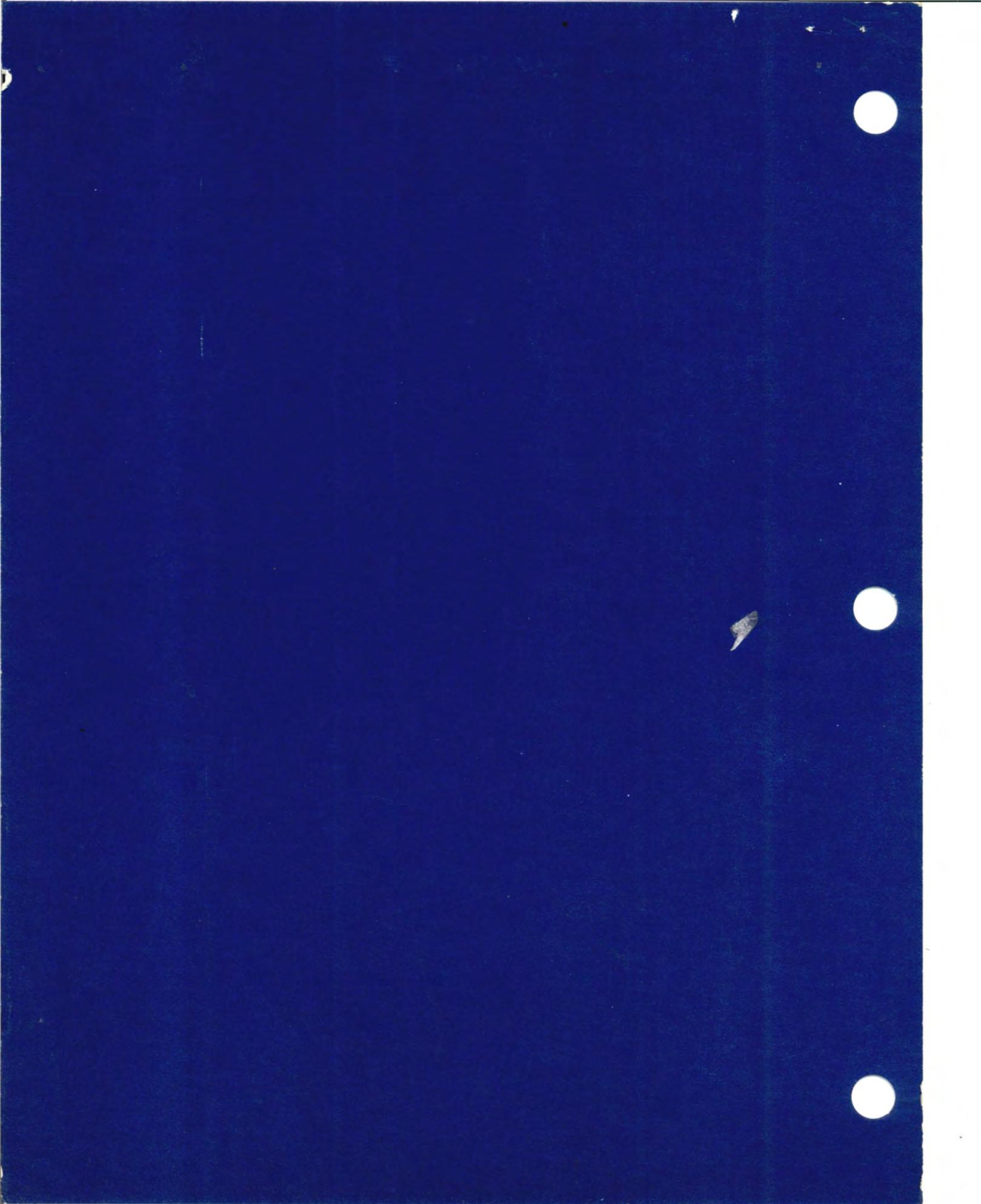
       o. Evaluation of Contractor Performance, U-307 (where applicable)—See M.O. 1423.10 - Evaluation of Contractor Performance.

       p. Contract Closeout Checklist (where applicable)—See M.O. 1423.11 - Contract Closeout Procedures.

AID 1305-1 (4-69) FRONT E – CARD   EVALUATIVE DOCUMENT CODING CARD

		FOR LIBRARIAN USE ONLY

INSTRUCTION: Screening Officer complete this side.
(For PARS complete only blocks 1, 2, 4 and 7)

1. DATE OF DOCUMENT

CATALOG NO.

2. TITLE OF DOCUMENT

3. AUTHOR OR GROUP PREPARING DOCUMENT

SUB-FIELDS

4. ISSUED BY

5. THIS DOCUMENT WARRANTS INCLUSION IN A REPOSITORY OF EVALUATIVE DOCUMENTS FOR THE
FOLLOWING REASONS:
(CHECK ALL APPROPRIATE BOXES)

a. **COVERAGE OF EVALUATION**

☐ Project ☐ Sector ☐ Country ☐ Region ☐ World-Wide ☐ Other (Specify in Block 8)

LOCATION (Office Symbol)

b. **ANALYSIS OF:** ☐ Effectiveness (Target reached?) ☐ Efficiency (Cost reasonable?) ☐ Significance (Development promoted?)

c. ☐ **EVALUATION TECHNIQUES USED**

7. PARS: WHICH OF THE FOLLOW-
ING ASPECTS OF THIS PAR ARE
SIGNIFICANT AND RELEVANT
ENOUGH TO WARRANT SPECIAL
INDEXING AND LISTING FOR
AGENCY-WIDE REFERENCE?

6. SUGGEST INDEX TERMS FOR RETRIEVING THIS DOCUMENT (e.g. technical activities)

☐ Project Performance

☐ Clarity and Completeness
of Description

8. REMARKS

☐ Quality of Analysis

☐ Recommendations

9. NAME OF SCREENING OFFICER | 10. OFFICE SYMBOL | 11. DATE OF SCREENING

AID 1305-1 (4-69) BACK   To be completed by member of Screening Panel

1. Is this document significant and relevant enough to warrant inclusion in a selective cluster
of outstanding evaluative documents in your area of specialty?   ☐ Yes   ☐ No

2. TITLES OF APPROPRIATE CLUSTERS

a.   c.

b.   d.

3. WHICH OF THE FOLLOWING WAS THE BASIS FOR YOUR DECISION FOR INCLUSION OF THIS DOCUMENT IN CLUSTER(S)? (CHECK)

a. ☐ Specificity and practicality of plan, standards or targets   d. ☐ Operational usefulness of recommendations/conclusions

b. ☐ Completeness, reliability and relevance of data   e. ☐ Significance and transferability of experience

c. ☐ Relevance and thoroughness of analysis   f. ☐ Other (Specify)

4. REMARKS

5. NAME OF REVIEWER | 6. OFFICE SYMBOL | 7. DATE OF PANEL SCREENING

MANUAL TRANSMITTAL LETTER

DATE	NO.
October 26, 1970	12:210

MATERIAL TRANSMITTED:

M.O. 1305.1.1 - Project Management Handbook--Technical Assistance

This new manual order--in the form of a Handbook--establishes a management system to achieve more integrated and effective management of Technical Assistance Projects. Such an approach is essential to the better administration of the intricate interrelated activities among A.I.D., cooperating governments, private contractors, and other entities participating in project design and implementation. This Handbook is intended to serve as an operating guide and reference for project managers, project support officers, and all others concerned with the management, including planning, implementation, evaluation, and monitoring of A.I.D. Technical Assistance Projects.

FILING INSTRUCTIONS:

1. File the attached as M.O. 1305.1.1.

2. Write the M.O. number, date, subject, TL number, and Authorship Responsibility--TA--in the appropriate place on the Chapter Checklist.

3. Initial the Transmittal Checksheet beside TL number 12:210 .

KEEP YOUR A.I.D. MANUAL UP-TO-DATE.

MANUAL ORDER

AGENCY FOR INTERNATIONAL DEVELOPMENT

SUBJECT	EFFECTIVE DATE	ORDER NO.
	October 26, 1970	1305.1.1
	TRANS. LETTER NO.	PAGE NO.
Project Management Handbook--Technical Assistance	12:210	1
	SUPERSEDES	

I. General

The Project Management Handbook--Technical Assistance--provides guidelines for the implementation of a management system designed to achieve more integrated and effective management of Technical Assistance Projects--essential to the better administration of the interrelated activities of A.I.D., cooperating governments, contractors, and other entities involved in project design and implementation.

II. Applicability

The handbook is intended to serve as a planning and operating guide and reference not only for project managers and project support officers but also for others concerned with the management (i.e., planning, implementation, evaluation, and monitoring) of A.I.D. Technical Assistance Projects.

III. Distribution

A. In addition to regular manual order distribution, bulk distribution is being made to the Missions and to A.I.D./W to meet the requirements as indicated in paragraph I. above.

B. Missions are advised to maintain distribution records so that the original manual order recipients, or their replacements, will receive all revisions to the manual order.

C. Additional copies may be obtained from the Distribution Branch, AS/PR, A.I.D./W.

- -

Address inquiries concerning this manual order to TA/PM.

Figure 1.

THE LOGICAL FRAMEWORK OF

A TECHNICAL ASSISTANCE PROJECT

	Indicator	Linkage	Management Issues
Goal	Goal		Why is this project higher priority than projects not supported by USAID? (programming)
		If purpose then goal	How can we increase our confidence that the goal will be achieved?
Project Purpose	End-of-Project Status		What do we aspire to achieve with this project? (programming and project design)
		If outputs then purpose	How can we increase our confidence that the purpose will be achieved?
Outputs	Output Target		What could competent management be reasonably expected to produce? (project design)
		If inputs then outputs	How can we increase efficiency-get more outputs for comparable inputs?
Inputs	Budget and Schedule		What inputs must be provided? When? (budgeting and control)